



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: January 29, 2014 REPORT NO:

ATTENTION: Public Safety and Livable Neighborhoods Committee

SUBJECT: Annual Update on Citygate Recommendations Implementation Plan to Improve Fire-Rescue Emergency Response Capabilities

REFERENCE: None

REQUESTED ACTION

This is an informational item only. No action is required by the Committee or the City Council.

STAFF RECOMMENDATION

Accept the Report.

EXECUTIVE SUMMARY/BACKGROUND

The Citygate Report on fire safety was presented to the Public Safety and Neighborhood Services Committee (PS&NS) in February 2011. The report noted several challenges in the Fire-Rescue Department's ability to provide emergency service delivery within nationally recognized best practice response times. This deficiency is attributable to a shortage of response resources that accrued over several decades, as well as other operational issues. Citygate made several recommendations to address these challenges over time.

To create an implementation plan for the recommendations contained in the report, the PS&NS Committee empanelled the Citygate Working Group (CWG). The CWG consisted of Councilmember Marti Emerald, Councilmember David Alvarez, Fire-Rescue Chief Javier Mainar, representatives from the Office of the Independent Budget Analyst (IBA), Office of the City Attorney, and from San Diego City Firefighters Local 145.

The CWG developed an Implementation Plan outlining specific actions steps to be taken over a five-year schedule to address the Citygate recommendations. This Implementation Plan was presented to the full City Council for consideration on November 15, 2011 and was adopted by the City Council by a unanimous vote.

This annual report to the newly named Public Safety and Livable Neighborhoods Committee (PS&LN) on the status of the Implementation Plan is required under the adopted Plan to be provided to the Committee by July 31 so the Committee may make any recommendations to the City Council by September 30. This year the Committee requested an update report to be presented at its January 2014 meeting.

## IMPLEMENTATION PLAN STATUS

The Implementation Plan for year 1 began mid-year FY12 and called for specific action steps to implement eight recommendations made by Citygate and two related implementation actions developed by the CWG, as shown in the following table. Year 2 (FY13) and year 3 (FY14) items and progress are listed in the two subsequent tables. Any recommendations that have not yet been implemented are explained in the text that follows each table:

### STATUS OF YEAR 1 (FY12) RECOMMENDATION IMPLEMENTATION

Rec. #	Description	Cost (\$)	Funding Gap	Action Needed	Status
1	Adopt revised deployment measures	0	0	none	Completed
2	Adopt fire station location measures, create revised fire station CIP projects	0	0	Council - Administrative	In Process
3	Adopt aggregate population definitions	0	0	Council - Administrative	Completed
4	Add back the 8 browned out engines	11.5M	0	Council-Budget	Completed
5	Adopt the priority criteria of Citygate Study for where to add resources	0	0	Council-Administrative	Completed
6	Review and adopt dispatch process improvement	0	0	Administrative	In Process
7	Direct City Corporate Partnership (CCP) to find a 100% pay partner for Fast Response Squad (FRS) Pilot Program. Fire Chief to map out program elements, costs and develop vehicle specifications and operating procedures. CCP to deliver 100% sponsorship.	.6M	.6M	Administrative	Completed (partnership funding could not be developed)
8	Replace fire station alerting system (Phase 1)	1.7M	0	Council-Budget	In Process
CWG 1	Purchase of truck apparatus for Eastside Mission Valley fire station (Sta. 45)	1.1M	0	Council-Budget	In current CIP
CWG 2	Funding for land, design, and planning of Home Ave. Fire Station	2M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 1</b>			<b>2.6M</b>		

Recommendation #2 – All elements have been completed with the exception of revising the CIP projects. All Community Plans are under review to ensure required fire stations are included in the Facility Financing Plans. While projects can be created as CIP placeholders, the projects themselves cannot advance absent funding approvals.

Recommendation #6 – A process change was implemented to speed the dispatch of first responders to medical incidents. This has resulted in a 42 second improvement in response times. The contract for replacement of the failing station alerting system is now in place and this upgrade is expected to provide additional time savings. Lastly, real-time response time compliance software called FirstWatch has been purchased and configured to better monitor and address response time compliance issues.

Recommendation #7 – This is discussed in THE FAST RESPONSE SQUAD (FRS) PILOT PROGRAM section of this report below.

Recommendation #8 - \$1.7M has been budgeted to complete replacement of the fire station alerting system (total project \$4.3M for Year 1-2). Contract has been awarded and construction is ongoing with project completion expected by the end of calendar year 2014.

Recommendation #CWG 1 – The Fire Station 45 construction bid came in lower than expected which will allow for the Truck purchase to be funded within the CIP.

Recommendation #CWG 2 – Funding for Home Avenue Fire Station land and design has been allocated in the proposed DCIII bond that will be considered by Council in January, 2014.

#### STATUS OF YEAR 2 (FY13) RECOMMENDATION IMPLEMENTATION

Rec. #	Description	Cost (\$)	Funding Gap	Action Needed	Status
5	Funding for Battalion Chief Unit	.5M	.5M	Council-Budget	Pending
8	Replace fire station alerting system (Phase II)	2.6M	0	None	In Process
CWG 3	Completion of Eastside Mission Valley Fire Station	11M	0	None	Pending
CWG 4	Funding for staffing of Eastside Mission Valley Station	2.2M	2.2M	Council-Budget	Pending
CWG 5	Funding for construction of Home Avenue Fire Station	8M	8M	Council-Budget	Pending
CWG 6	Funding for purchase of fire engine for Home Avenue Fire Station	.8M	.8M	Council-Budget	Pending
CWG 7	Funding for land, design, and planning for Paradise Hills Fire Station	2M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 2</b>			<b>13.5M</b>		

Recommendation #5 – Requested in FY15 budget.

Recommendation #8 - \$2.6M has been budgeted to complete replacement of the fire station alerting system (total project \$4.3M Year 1&2). Contract has been awarded and construction is ongoing with project completion expected by the end of calendar year 2014.

Recommendation #CWG 3 –Construction is to begin February 2014, completion projected for July 2015. This cost includes all design and FF&E.

Recommendation #CWG 4 – Station is scheduled to be completed in July 2015. Department will request funding in FY16 annual budget for this staffing.

Recommendation #CWG 5 – Department will request through the ongoing capital bonding to fund this station construction. This station would be eligible for CDBG funding, if available.

Recommendation #CWG 6 – Will request funding in the annual budget process once station construction funding is allocated.

Recommendation #CWG 7 – Funding has not yet been identified.

### YEAR 3 (FY14) RECOMMENDATION IMPLEMENTATION

Rec. #	Description	Cost (\$)	Funding Gap	Action Needed	Status
CWG 8	Funding for Staffing of Home Ave Fire Station	2.2M	2.2M	Council-Budget	Pending
CWG 9	Funding for construction of Paradise Hills Fire station	8M	8M	Council-Budget	Pending
CWG 10	Funding of Engine for Paradise Hills FireStation	.8M	.8M	Council-Budget	Pending
CWG 11	Funding for Aerial Ladder Truck for Paradise Hills Fire Station	1.1 M	1.1M	Council-Budget	Pending
CWG 12	Funding for land, design, and planning of College Ave Fire Station	2 M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 3</b>			<b>14.1M</b>		

Recommendation #CWG 8 – This item is in the 5 year outlook; will seek funding when construction is identified and completion date known.

Recommendations #CWG 9-12 – Funding has not yet been identified.

### FAST RESPONSE SQUAD (FRS) PILOT PROGRAM

The Fast Response Squad (FRS) concept was explored by a committee of management and Local 145 representatives. This group examined operational policy best practices and vehicle design and implementation costs. The committee developed a policy framework for a one-year pilot program costing approximately \$769K (PE \$527K and NPE \$242K). This full implementation cost included the purchase of a new response vehicle. It has since been determined that an existing response apparatus can be repurposed for the Pilot Program reducing cost to \$599K. If approved, the FRS Pilot would function as follows:

#### Deployment

The FRS unit would be deployed in the area of Encanto for six months and Liberty Station for six months as these are the top two locations recommended for FRS deployment by Citygate. The unit may also serve some of the other identified FRS locations for shorter periods for the purpose of additional data collection. The FRS would be staffed by a Captain (supervisor) and Firefighter/Paramedic for 12 hours per day, from 8 a.m. to 8 p.m., which encompasses the peak incident demand time cited in the Citygate report.

#### Dispatching

The FRS will be added to the response for all incidents currently requiring an engine company. If the FRS is first to arrive, the crew will take any mitigation actions it can safely accomplish with a two-person crew and will have the discretion to cancel or add units, as dictated by incident conditions and potential.

### Program Evaluation

The effectiveness of the FRS Pilot program will be evaluated through an analysis of dispatch and incident reports coupled with a review of personnel and equipment utilization. This latter component will be accomplished through interviews and reports from FRS personnel as well as crews from adjacent districts responding with the FRS unit and field management personnel.

Specific areas of review include the following:

- Number of FRS responses in the identified service area(s);
- Incidents where the FRS was the first arriving unit;
- Frequency of the FRS unit cancelling other first responders;
- Number of simultaneous incidents in identified service area(s);
- Impact (+/-) on response times in the service area(s);
- Impact on incident outcomes.

The City's Corporate Partnership Program was unable to find a corporate partner willing to fund all or a portion of the pilot program. A budget request will be submitted in FY14 mid-year and/or FY15 annual budget process.

### FISCAL CONSIDERATIONS

Year One (FY2012) Implementation Plan – Funding (\$14.3M) for most recommendations was provided, CWG 2 (\$2M) is waiting possible funding in DCIII and #7 (\$.6M) was unsuccessful in finding a corporate partner.

Year Two (FY2013) Implementation Plan – A total of \$2.6M to fully fund for replacement of the Fire Station Alerting System (phase II). No funding (\$13.5M) has been identified for implementation of the remaining recommendations.

A total of \$16.1M would be required in FY2015 to fully implement all recommendations in years one and two of the five-year plan. Year three items would cost an additional \$14.1M.

### PREVIOUS COUNCIL and/or COMMITTEE ACTIONS

City Council adopted the Citygate Working Group Implementation Plan on November, 15, 2011 (Resolution #R02012-129). Update Reports provided to PS&NS Committee on January 25, 2012 and February 13, 2013.

### COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS

N/A

### KEY STAKEHOLDERS AND PROJECTED IMPACTS

Community and Citizens

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Javier Mainar, Fire Chief



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**Ken Barnes**  
**Assistant**  
**Fire Chief**

# **Citygate Implementation Plan Annual Status Report**

**January 29, 2014**



- Citygate Report on Fire and EMS Deployment
  - Commissioned by the Mayor in 2010
  - Examined ability to meet response time benchmarks
- Results presented to PS&NS in February 2011
  - 15 findings
  - 8 primary recommendations
- PS&NS empanelled the Citygate Working Group
  - CMs Emerald and Alvarez, Fire Chief Mainar, representatives from City Attorney, IBA and Local 145
  - Tasked with developing Implementation Plan





- Working Group developed 5-Year Plan
  - Plan years are sequential, but not strictly defined
  - Recommendations not implemented in a given year carryover to the following year
  - Estimated implementation costs are identified
- Plan was adopted by Council in November 2011
- Plan calls for annual update to PS&NS on progress
  - Normally provided in July so Council may consider for coming fiscal year budget priorities
  - PS&NS requested January delivery this year





# Implementation Status Update Yr 1

- Year 1 of the Plan called for specific action steps to implement:
  - 8 recommendations made by Citygate
  - 2 related actions steps indentified by the Working Group
  
- Implementation Status of year 1 (FY12)
  - 5 completed
  - 4 in process
  - 1 pending (in current DCIII request)



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# Year 1 Plan

Rec. #	Description	Cost (\$)	Funding Gap (\$)	Action Needed	Status
1	Adopt revised deployment measures	0	0	none	Completed
2	Adopt fire station location measures, create revised fire station CIP projects	0	0	Council - Administrative	In Process
3	Adopt aggregate population definitions	0	0	Council - Administrative	Completed
4	Add back the 8 browned out engines	11.5M	0	Council-Budget	Completed
5	Adopt the priority criteria of Citygate Study for where to add resources	0	0	Council-Administrative	Completed
6	Review and adopt dispatch process improvement	0	0	Administrative	In Process
7	Direct City Corporate Partnership (CCP) to find a 100% pay partner for Fast Response Squad (FRS) Pilot Program. Fire Chief to map out program elements, costs and develop vehicle specifications and operating procedures. CCP to deliver 100% sponsorship.	.6M	.6M	Administrative	Completed (partnership funding could not be developed)
8	Replace fire station alerting system (Phase 1)	1.7M	0	Council-Budget	In Process
CWG 1	Purchase of truck apparatus for Eastside Mission Valley fire station (Sta. 45)	1.1M	0	Council-Budget	In current CIP
CWG 2	Funding for land, design, and planning of Home Ave. Fire Station	2M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 1</b>			<b>2.6M</b>		



# Implementation Status Update Yr 2

- Year 2 of the Plan called for specific action steps to implement:
  - 2 recommendations made by Citygate
  - 5 related actions steps indentified by the Working Group
- Implementation Status of year 2 (FY13)
  - 2 fully funded and in process
  - 3 funding requested through FY15 CIP budget
  - 1 requested in FY15 GF budget
  - 1 (staffing request) pushed to FY16 GF budget due to construction timelines



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# Year 2 Plan

Rec. #	Description	Cost (\$)	Funding Gap (\$)	Action Needed	Status
5	Funding for Battalion Chief Unit	.5M	.5M	Council-Budget	Pending
8	Replace fire station alerting system (Phase II)	2.6M	0	None	In Process
CWG 3	Completion of Eastside Mission Valley Fire Station	11M	0	None	Pending
CWG 4	Funding for staffing of Eastside Mission Valley Station	2.2M	2.2M	Council-Budget	Pending
CWG 5	Funding for construction of Home Avenue Fire Station	8M	8M	Council-Budget	Pending
CWG 6	Funding for purchase of fire engine for Home Avenue Fire Station	.8M	.8M	Council-Budget	Pending
CWG 7	Funding for land, design, and planning for Paradise Hills Fire Station	2M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 2</b>			<b>13.5M</b>		



# Implementation Status Update Yr 3

- Year 3 of the Plan called for specific action steps to implement:
  - 5 actions steps identified by the Working Group
  
- Implementation Status of year 3 (FY14)
  - 3 related to Paradise Hills Station awaiting funding, moved Skyline Station up due to land availability
  - 1 on hold awaiting funding
  - 1 (staffing request) pushed to future GF budget due to unknown construction timelines



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# Year 3 Plan

Rec. #	Description	Cost (\$)	Funding Gap (\$)	Action Needed	Status
CWG 8	Funding for Staffing of Home Ave Fire Station	2.2M	2.2M	Council-Budget	Pending
CWG 9	Funding for construction of Paradise Hills Fire station	8M	8M	Council-Budget	Pending
CWG 10	Funding of Engine for Paradise Hills FireStation	.8M	.8M	Council-Budget	Pending
CWG 11	Funding for Aerial LadderTruck for Paradise Hills Fire Station	1.1M	1.1M	Council-Budget	Pending
CWG 12	Funding for land, design, and planning of College Ave Fire Station	2M	2M	Council-Budget	Pending
<b>Funding Needed to Complete Implementation of Year 3</b>			<b>14.1M</b>		



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# Fast Response Squad (FRS) Pilot Program

- Alternative emergency response vehicle concept
  - Potentially suitable for deployment in 9 of 19 coverage gaps that are less than a full fire station district in size
  - Program developed by joint labor/management committee
- Large pickup truck
  - 2 crewmembers (Captain and FF/PM)
  - Limited EMS capability
  - Limited firefighting/rescue capability
- Deployment Plan
  - Top priority deployment areas are Encanto and Liberty Station
  - 12 hours per day during peak incident hours (8am to 8 pm)
  - 1-Year program





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# Fast Response Squad (FRS) Pilot Program cont'd

- Proposed Program Evaluation
  - Review of dispatch and incident reports/data
    - Number of FRS responses
    - Number of times FRS was first on scene
    - Frequency of FRS cancelling/requesting additional resources
    - Impact of response times vs. nearest existing unit response
    - Impact on incident outcomes
- Pilot Program Costs \$599K (reduced due to temporary repurpose of existing vehicle)
  - PE - \$527K
  - NPE - \$72K



## Next Steps

- Continue working with PFFP to include fire station projects in all affected communities
- Continue to work through CIPRAC to identify funding (bonding, CDBG, DIF, etc) for Citygate projects
- Continue to monitor and refine dispatch process improvements
- Work with Mayor/Council to indentify \$30M in funding needed to complete Plan Year 1-3 projects



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